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**REPORT OF  
GOVERNOR'S PRODUCTIVITY PLANNING COMMITTEE**



**Frederick L. Dewberry,  
Chairman**

**March 26, 1985**

REPORT  
TO  
THE HONORABLE HARRY HUGHES  
GOVERNOR OF MARYLAND  
BY  
GOVERNOR'S PRODUCTIVITY PLANNING COMMITTEE

PLANNING COMMITTEE

Honorable Frederick L. Dewberry, Chairman  
Mr. Joseph Adler  
Honorable Wayne A. Cawley, Jr.  
Honorable Brent M. Johnson  
Mr. Curtis C. Johnson  
Mr. Robert B. McFadden  
Mr. George V. McGowan  
Honorable John F. X. O'Brien  
Mr. William B. Potter  
Honorable H. Louis Stettler, III  
Dr. Thomas C. Tuttle

MARCH 26, 1985



DEPARTMENT OF LICENSING AND REGULATION  
OFFICE OF THE SECRETARY  
501 ST. PAUL PLACE . BALTIMORE, MARYLAND 21202-2272  
301/659-6200

March 26, 1985

Honorable Harry Hughes  
Governor of Maryland  
State House  
Annapolis, Maryland 21401

Dear Governor Hughes:

The Productivity Planning Committee, appointed by you in August, 1984, has completed its deliberations and herewith submits its conclusions and recommendations.

The report clearly indicates the Committee's strong feelings that, faced with the complexities of the work world of our times, together with added complexities of State government, there is no simple, standard, quick fix solution to productivity improvement.

Therefore, the Committee recommends a long range, comprehensive approach that will require an immediate and continuing commitment from the Governor and the entire Executive Branch. If you find this approach has merit, hopefully you may be able to launch an effort that will be passed on and continued by your successors, all to the benefit of both the citizens and employees of the State of Maryland.

In concluding its work, the Committee wishes to commend you for appointing the Productivity Planning Committee to begin the process of evaluating existing circumstances vis a vis productivity in State government. The diversity of the membership afforded an opportunity to have review and input from both the public and private perspective. The Committee members are pleased to have been a part of this beginning effort.

Sincerely,

*Frederick L. Dewberry*  
Frederick L. Dewberry  
Chairman

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## EXECUTIVE SUMMARY

The Governor's Productivity Planning Committee strongly believes that a coordinated performance and quality of work life improvement process is vital to the State of Maryland. The conclusions and recommendations of the Committee are herein highlighted. References to the pages where each conclusion or recommendation is discussed within the body of the report are noted for ease of reference.

## CONCLUSIONS

1. There are compelling reasons to address the subject of improving productivity and the quality of work life in Maryland State Government. (p.2-3)
2. The strong, full and visible leadership of the Governor on an ongoing basis must be committed to any productivity improvement process. (p.9-10)
3. Attempts at quick fix, short term programs should be avoided and a long term commitment to a comprehensive process should be initiated. (p.10-11)
4. Essential to the success of long term productivity improvement efforts is the early and continuing participation of representatives of employee organizations and employees at the supervisory and worker levels with proper recognition and reward. (p.11)
5. In initiating a long term productivity improvement effort, the Governor should formulate a clear, concise statement of philosophy, personally disseminate it to all levels, and provide the necessary resources to insure that organizational systems are aligned with the philosophy. (p.11-12)

6. The input and understanding of the State Legislature, from the outset, is essential in any Executive Branch productivity improvement process. (p.12)

#### RECOMMENDATIONS

1. Governor appoint an Executive Assistant for Performance Improvement. (p.12)
2. Governor create a Performance Improvement Council. (p.13)
3. Governor adopt a "Statement of Philosophy" on State employee performance in providing services to the citizens of Maryland. (p.13)
4. Governor convene a special meeting of cabinet members and all other agency heads. (p.13)
5. Governor arrange periodic meetings with State employees to elicit and sustain support. (p.13)
6. Governor convene an annual State Government Productivity Conference. (p.14)
7. The long range productivity improvement process should be initiated through pilot projects. (p.14)

The Committee also presents, without comment or recommendation, a listing of various elements that may be considered as part of any comprehensive improvement effort. (p.14-16)

### COMMITTEE CHARGE

On August 8, 1984, Governor Harry Hughes appointed a Productivity Planning Committee at the urging of the Governor's Streamlining Task Force. In referring to the Task Force in his charge letter to the Committee, the Governor pointed out that among the many areas they examined "was the productivity of State employees." He asked that this Committee "examine this issue in greater depth and develop concrete recommendations for improving levels of productivity."

The Governor's charge letter (Appendix A) set out a series of topics to be addressed by the Committee, such as mechanisms for:

- a. demonstrating the support of the Governor and agency heads for productivity improvement efforts;
- b. assuring accountability of agency managers;
- c. reward and recognition;
- d. employee involvement and participation in decision making.

These topics, along with others also mentioned by the Governor, formed the basis of the Committee's agenda.

The Committee was comprised of eleven members, five members of the Governor's Cabinet, three members from the private sector, a member from the University of Maryland, and the directors of two State employees' organizations. Appendix B lists names, titles and addresses of all members and their alternates.

### PROCEDURES

Between September, 1984 and March, 1985, the Committee held thirteen two hour meetings. The Committee began with a general background briefing by Dr. Thomas C. Tuttle, a member of the Committee and Director, The Maryland Center for Productivity and Quality of Working Life, University of Maryland. Dr. Tuttle had been previously working with the Governor's Streamlining Task Force.

Presentations to the Committee were also made by Ms. Martha C. McKay, Assistant Secretary for Productivity, North Carolina Department of Administration, Raleigh, North Carolina; Mr. Charles C. Piazza, Legislative Auditor, Maryland General Assembly; Mr. Edward G. Siebert, Director Corporate Productivity, Grumman Aerospace Corporation, Bethpage, New York; Mr. James L. Biba, Warren King and Associates, Inc., Chicago, Illinois; Mr. Ray N. Dearborn, Chief, Division of Management Analysis and Audits, Maryland Department of Budget and Fiscal Planning; Mr. Donald Tynes, Sr., Deputy Secretary, Maryland Department of Personnel; Mr. George V. McGowan, President, Baltimore Gas & Electric Company; Mr. William B. Potter, President, Preston Trucking Company and Mr. Robert B. McFadden, Vice President, McCormick, Inc.

In addition, many of the presenters furnished various supplementary written reports and members of the Committee provided written comments on different aspects of the Committee's discussions.

The Committee also surveyed 24 Department Secretaries and Agency Directors regarding their perceptions of existing incentives and disincentives to productivity; their productivity staff, efforts, plans and goals; and their concerns in general. Also, 500 State agency managers and supervisors were surveyed to determine their perceptions as to roadblocks to productivity. Information on general turnover rates in State government was reviewed, with more specific information provided by the four largest departments, Health and Mental Hygiene, Human Resources, Public Safety and Correctional Services, and Transportation.

#### NEED FOR PRODUCTIVITY IMPROVEMENT

From the very outset, the Committee pursued discussions on the NEED for productivity improvement. Is there really such a need? Facing current and foreseeable circumstances at the national level of government, it was agreed that Maryland, like other states, will experience sharp decreases in Federal funding. This same fate is slated for the local levels of government. Along with these decreased sources of revenue, the State and local governments are facing stronger and stronger resistance to increased taxes. Add to this a greater public awareness of and demand for better quality services from their governments, and it becomes quite obvious that improved productivity must be placed amongst the highest priorities of State government concerns.

The Committee believes that a coordinated performance and quality of work life improvement process would complement and provide a highly desirable enhancement of the Governor's ongoing efforts to improve the business climate in Maryland. A better image of State government fostered by higher self-esteem of State



employees can be an important factor in attracting new business to the State.

**THE COMMITTEE CONCLUDES THERE ARE COMPELLING REASONS TO ADDRESS THE SUBJECT OF IMPROVING PRODUCTIVITY AND THE QUALITY OF WORK LIFE IN MARYLAND STATE GOVERNMENT.**

#### DISCUSSION - PUBLIC SECTOR EFFORTS

The Committee reviewed reports prepared by or on behalf of the federal government which contain recommendations as to the critical elements for an effective productivity improvement effort. Ongoing programs in Utah, Delaware, North Carolina and New York were also reviewed. The task force approach used by Warren King and Associates, a private consulting firm specializing in state and local government management, was studied and evaluated.

Perhaps, the most enlightening discussions were presentations to the Committee on the North Carolina program by Assistant Secretary for Productivity, Martha C. McKay and on Governor Mario Cuomo's efforts in New York by one of the Loaned Executives in that program, Mr. Edward G. Siebert, Director of Corporate Productivity, Grumman Aerospace Corporation.

Their messages presented similarities in basic principles for success and similarities in warnings against the pitfalls in undertaking a productivity improvement program.

##### Basic Principles to Observe

- productivity and the quality of work life are joined -- improvement in the latter means increased productivity.
- continuing leadership and interest must come from the Governor.
- employee involvement is essential to identify needs, suggest priorities, recommend plans, and implement changes.
- management must accept and be a willing participant in the process.
- management/employee recognition and a reward system are important to a successful effort.

### Pitfalls to Avoid

- initiating efforts without thorough planning or laying the groundwork.
- not involving the State Legislature, seeking their understanding and support.
- not involving employee organizations, seeking their cooperation and participation.
- consultant designed plans.
- short term, quick fix or one shot efforts.

In North Carolina, there is an ongoing program and the position of Assistant Secretary for Productivity in the Department of Administration has been established. Governor Hunt played a strong role in initiating and sustaining the management improvement process by holding department heads accountable for participation in the effort. An Organizational Development Specialist on his staff plans the Governor's initiatives, assists in setting goals, planning productivity meetings and retreats. Agencies are held accountable for establishing goals and plans based on the Governor's initiatives.

North Carolina has established an Executive Management Institute at the University of North Carolina where annually two groups of 50 state government managers receive three weeks of live-in training. The cost is \$1,800 per person, paid by the department or agency. The Governor has a Commission on Governmental Productivity comprised of top executives from both the private and public sector. They hold an annual conference. He has also established the North Carolina Management and Development Council. Its members are the Chief Executive Officers of the largest corporations in the state. The Governor meets with them quarterly to seek their advice and counsel on a broad range of issues.

Management and productivity planning and improvement have had high visibility in North Carolina on an ongoing basis. Recent changes in elected leadership may affect the functioning of the productivity program.

The New York experience was quite different. While there were some limited successes in individual departments, generally all the negatives were present. Planning or direction for the effort were lacking. Without prior preparation, a loaned executive program was established. One person (a political appointee) was placed in the Governor's Office to put the loaned executive program together. It was not an ongoing program, but a six month program. Reportedly, when the political appointee heading the program "fell out of political grace," the program collapsed. There was no involvement of the Legislature or the Department of

Budget and other control agencies; and the loaned executives were not given access to the employee organizations.

#### DISCUSSION - PRIVATE SECTOR EFFORTS

At two of its meetings, the Committee heard presentations by three private sector members: George V. McGowan, President, Baltimore Gas and Electric Company; William B. Potter, President, Preston Trucking Company; Robert B. McFadden, Vice President, McCormick, Inc. Their presentations reemphasized what the public sector presenters said about the absolute necessity of the participation of management and employees in any productivity improvement efforts. There has to be trust in any participative management process. All agreed there must be a continuing, strong leadership by the chief executive, in this instance the Governor, if the improvement efforts are to succeed. The Governor should set the tone for all of State government by making sure all levels of organization understand the mission of Maryland State Government.

The mission should be communicated by a very concise, simple statement of philosophy that is continually used to set the direction for all elements of the government. They particularly emphasized that improvement efforts are long range, they cannot be successful through the short range, six to eighteen month, quick fix program that might be provided by some outside consultant. Attitudes have to change, or as one member put it, "the culture of the organization must change."

There must be a willingness on the part of all to bring about change. There must be continual recognition that the people in any service organization such as government are our greatest asset. Managers must build credibility with their employees and must have high expectations for their employees -- and employees will respond. And when employees respond and perform, there must be recognition -- group recognition or individual recognition.

The three private sector members described the programs their companies had in place to carry out the general principles iterated above.

#### DISCUSSION - MARYLAND'S EFFORTS

In the Legislative Auditor's presentation to the Committee, he strongly criticized the lack of follow-up by the Executive Branch on the problems cited by the auditors and their recommendations to rectify these problems. He said incentive systems are not necessary and there is no need for a special "productivity bureaucracy." He asserted that with "strong leadership," those managers who do not do their jobs would be

fired. He is frustrated by the fact that management problems repeatedly presented by the auditors are ignored and not corrected.

The Committee learned about the past efforts in Maryland State Government to improve efficiency, effectiveness and productivity. In 1968 - 69, there was a joint private industry --State government effort to take a comprehensive look at all major programs in State government, known as The Governor's Operating Economy Survey (GOES). A total of 125 private sector executives were involved in this effort to bring about savings by eliminating duplication or non-essential activities or positions, and by increasing coordination. As a result, 15 separate reports were issued making 565 recommendations identifying cost savings of approximately \$71 million. The group dissipated after the report was issued, and therefore, there was no advocacy for the recommendations. It may have indirectly assisted in the reorganization of the Executive Branch that began the next year.

In 1971, the General Assembly formed the Joint Program Analysis Committee to review operations and management in State government. It was composed of the major leadership of the Legislature, the President of the Senate, Speaker of the House, committee chairpersons, majority and minority leaders. It had a staff of the equivalent of two - three full time employees. It lasted for about two years and dissolved.

In 1974, there was another legislative initiative imposing planning requirements on executive agencies, known as the Executive Planning Process. Agencies were required to have written five year plans setting out goals and priorities. It became a gigantic paper exercise that in practice did not work for the most part. Some agencies, however, did find it useful. Eventually, it became an informal and voluntary exercise and has since dissipated. Maryland has no comprehensive, long term planning process in place now.

In 1977, the Legislature initiated a modified zero based budgeting process. For four successive years, the Legislature required agencies to provide a priority list identifying where they would add, if they got a 5 percent budget increase, and where they would reduce, if they got a 5 percent budget decrease. The program was discontinued after four years because it was not working.

In 1979, the General Assembly adopted Sunset legislation requiring review of certain agencies to determine if they will continue to exist after certain specified dates. The Sunset process resulted in the elimination of the Maryland State Board of Censors. The process is now "on hold" until 1988.

The Compensation and Personnel Policies Study Commission (Sondheim/Johns Commission) was created in 1979 to develop a new compensation and classification system. This study was preceded

by two others in 1974 and 1975, by Hay Associates and Management Science Systems Corporation, respectively. Cresap, McCormick and Paget, Inc., a consulting firm, made recommendations to the Sondheim/Johns Commission as to the development of a new compensation system for the State. The recommendations were considered too costly to implement at present. Additionally, comparable worth issues arose and are being studied by Booz, Allen and Hamilton, with the study due completion in June, 1985.

The Governor has just recently initiated through a joint effort of the Maryland Commission for Women and the Department of Personnel, an effort to determine how the State might adjust its policies on part-time employment, job sharing, flexitime, child care and leave time. This is in recognition of the dramatic change in the composition of the work force and the problems the two career household faces in carrying out its job and family responsibilities.

The Governor by appointing the Productivity Planning Committee began an effort to evaluate the existing circumstances vis a vis productivity in State Government. Through the appointment of representatives of the private and public sectors and representatives of employee organizations and the University of Maryland, the Governor laid a solid foundation for the beginning of productivity and quality of work life improvement.

#### SURVEYS

In the executive survey, 23 of the 24 department or agency heads surveyed responded. Ninety-one percent (91%) of the respondents viewed existing incentives for State managers to improve productivity in their agencies as either less than adequate, or much less than adequate.

A total of 68.5 professional personnel in the 23 departments or agencies were identified as being in a staff unit responsible for monitoring or improving productivity. The activities of these staff personnel included recommending ways of improving productivity, determining appropriate staffing levels, analyzing productivity data, preparing reports on productivity accomplishments and identifying new capital equipment that could improve productivity.

Seventeen agencies reported a total of 96 separately identifiable productivity improvement projects in fiscal years 1982, 1983 and 1984. Many of the successful projects involved automation, training and procedural changes. Only four agencies reported providing formal training for managers on the subject of productivity improvement. A total of 4,071 managers and supervisors have received this training. Of the 4,071, 3,851 were in one department.

Only four agencies reported the use of a productivity plan setting forth the productivity, management or efficiency improvement concerns of the agency. However, a total of eleven agencies reported that goals are established even though they are not set forth in a formal productivity plan.

Seventy-five percent (75%) of the respondents indicated in comments that a need exists to address productivity issues in State government. The comments address such issues as the need for compensation and recognition; the need for budgetary flexibility; the need for a productivity measurement system; need for objectives and goals, and training. (Appendix C)

The ranking of survey responses from the managers and supervisors (Appendix D) as to existing perceptions regarding roadblocks to productivity indicates the greatest disincentives are the limitations on the ability to reward or promote competent employees, the absence of incentives for innovation and the lack of incentives to reduce expenditures when savings cannot be retained or reallocated internally. These responses from managers seem to be consistent with those of the department and agency executives.

The Committee wishes to recognize that there are efforts presently underway in the Department of Budget and Fiscal Planning and the Department of Personnel which are designed to improve performance and the quality of employee work life. These efforts, as cited earlier, include management and performance audits, compensation and comparable worth studies; as well as efforts to provide employee assistance and more flexible working conditions. Individual agencies and departments also reported that they have attempted limited performance and quality of work life improvement efforts. While taking note of these efforts, the Committee feels they would be more effective if the State had a clearer commitment and a well thought out plan to improve performance and the quality of work life.

The report on Turnover Rates (Appendix E) did not disclose any information that was very useful to the Committee. Generally, the rates are about average for any other government or business, with higher percentages in certain categories of employment. The principal turnover concern in government is the lack of continuity in executive leadership. The required elected leadership change every eight years, possibly four years, usually brings about major changes in chief executive officers, often accompanied with shifts in philosophy and direction, throughout all the largest and most important departments of State government. Private businesses the size of State government do not often face such traumatic leadership changes in such short spaces of time.

## GENERAL DISCUSSIONS

The makeup of the Committee -- membership from business management and academia, as well as State management and labor -- naturally recognized the differences between business and government management. While business is accountable through its officers and directors to its stockholders, government has a much more complex accountability system that can be pulling the front line managers, the producers of services, in different directions at the same time.

In the political process, that no government can escape, there are the wants, the needs, the demands of the citizen stockholders, more popularly known as taxpayers. These desires are voiced through two separate branches of government, the Executive and Legislative houses. There are differences in priorities and opinions on resources needed. Both branches experience some lack of continuity in leadership and membership as mentioned previously. This sometimes leaves the front line providers of services facing expectations from the public they cannot fully meet, creating impressions of poor management.

State departments and agencies must respond to the executive "control agencies", legislative auditors, legislative budget committees, executive and legislative program initiatives. Most businesses do not experience providing the enormous diversity of services such as State government does, i.e., transportation (land, air, sea and rail); health (physical, mental, environmental); public safety (law enforcement and corrections); education; human resources (counseling, food, clothing, shelter); environmental protection (land, air, water).

Nonetheless, recognizing all these seemingly negative dissimilarities which government experiences in comparison with private business, the Committee strongly feels that good management principles can work in government and can produce meaningful results.

The Committee repeatedly made the point in its discussions that, in order to succeed, any efforts toward productivity improvement must have a strong and full commitment of the Governor. The Governor must articulate and visibly display this interest and commitment on an ongoing basis, not only within State government, but also to the people of Maryland. He personally must elicit the understanding, cooperation and participation of the General Assembly, the State employee organizations and his Executive Department managers. Where appropriate, he should personally seek the advice and assistance of the top business leaders of the State. The strong feelings on the issue of top level leadership were generated by examples the Committee had of failed attempts at improvements where such leadership was lacking -- or only lukewarm. Committee discussions cited the high visibility the Governor has given his programs on economic development,

displaying his personal interest and commitment by accompanying delegations on trips abroad and participating personally in TV spot commercials.

**THE COMMITTEE CONCLUDES THAT THE STRONG, FULL AND VISIBLE LEADERSHIP OF THE GOVERNOR ON AN ONGOING BASIS MUST BE COMMITTED TO ANY PRODUCTIVITY IMPROVEMENT PROCESS.**

As a result of its discussions with both private and public sector representatives, and a review of Maryland's recent past efforts on the subject of productivity and/or management improvement, the Committee unanimously agrees that the short term or quick solution approaches that attempt to address problems from a limited perspective just do not work. Writing on "The Productivity Challenge" in the New York Times, Sunday, February 17, 1985, Arnold S. Judson, who heads the Gray-Judson, Inc. management consulting firm in Boston, made this observation:

"In part, productivity growth has been stalled because so many American executives seem to lust after the easy out, the quick fix. One technique after another has enjoyed faddish popularity.

In the 1960's, it was sensitivity training. Automation, too, looked promising even though it has proved more expensive and difficult than expected. More recently, quality circles, statistical process control and total quality control have been in vogue.

Ultimately, each of these techniques by itself proves disappointing. To realize their full potential, they must be integrated with other approaches into a comprehensive productivity improvement strategy." (emphasis added)

Although the use of consultants on a limited basis may be useful, the Committee rejected any proposal to engage a management consultant to design a plan that, in essence, would be "inflicted" on both employees and management. To proceed thusly would be a waste of taxpayer monies and just as important, a waste of the time and efforts of a large number of State employees who would be called upon to help produce the consultant product.

Instead, the Committee sees the current State administration launching a comprehensive productivity improvement effort based on solid, proven modern management principles that will be passed on to the next administration for continuation with possible new embellishments.



**THE COMMITTEE CONCLUDES THAT ATTEMPTS AT QUICK FIX, SHORT TERM PROGRAMS SHOULD BE AVOIDED AND A LONG TERM COMMITMENT TO A COMPREHENSIVE PROCESS SHOULD BE INITIATED.**

The long term approach would enable the State to develop an institutionalized program based on the participation of management, supervisors and workers. One problem frequently encountered in productivity improvement is that supervisors feel they have been victims of an end run. By involving them in the planning and implementation, they become an integral part of the process. It is essential that State employees, through their representative organizations, are involved from the very beginning in the planning process so that they are in reality a part of and "buy into" any efforts being initiated. It is also important to have a formal worker participation program aimed at improving productivity in some clearly defined areas. This gives the worker an opportunity to be instrumental in any changes proposed, rather than being put on the defensive by having to respond to outside recommendations. One private sector member of the Committee offered a favorite quotation from the German philosopher, Goethe, to summarize his company's regard for people, "Treat people as though they were what they ought to be and you help them become what they are capable of being."

Participative management can only work if built on trust and mutual respect between management and employees. It means reshaping attitudes and building credibility. When employees are asked to participate in problem solving they must be able to see that their input receives serious consideration and brings about positive results where warranted. And, most importantly, results, improvements must be recognized and properly rewarded.

**THE COMMITTEE CONCLUDES THAT ESSENTIAL TO THE SUCCESS OF LONG TERM PRODUCTIVITY IMPROVEMENT EFFORTS IS THE EARLY AND CONTINUING PARTICIPATION OF REPRESENTATIVES OF EMPLOYEE ORGANIZATIONS AND EMPLOYEES AT THE SUPERVISORY AND WORKER LEVELS WITH PROPER RECOGNITION AND REWARD.**

As a cornerstone for a comprehensive, long term productivity improvement process, the State should have a clear, concise "statement of philosophy," defining State government's mission, its dependence upon each individual employee to carry out that mission, and its commitment to make the employee a participant in any efforts to improve the performance and quality of work life in State government.

Again, as has been strongly emphasized previously, the leadership must emanate from the Governor. It must be his "statement of philosophy." It must be communicated to all employees and consistently reinforced at all levels. Of course, for continuity, consistency and future development of productivity efforts, there must be a commitment of resources for coordination

and follow-through, both in the Governor's Office and every major department or agency. Specific efforts and emphasis will be needed to keep a long term improvement program alive and productive, and this will necessitate some specific resources. If it is worth the effort, it is worth the investment.

**THE COMMITTEE CONCLUDES THAT IN INITIATING A LONG TERM PRODUCTIVITY IMPROVEMENT EFFORT, THE GOVERNOR SHOULD FORMULATE A CLEAR, CONCISE STATEMENT OF PHILOSOPHY, PERSONALLY DISSEMINATE IT TO ALL LEVELS, AND PROVIDE THE NECESSARY RESOURCES TO INSURE THAT ORGANIZATIONAL SYSTEMS ARE ALIGNED WITH THE PHILOSOPHY.**

Although it is a separate branch of government, the State Legislature holds a heavy, influencing hand on the operations of all State Executive Departments or Agencies. Therefore, it is essential that any efforts launched by the Executive Branch should have, from the outset, the input and understanding of the Legislative Branch, and a commitment from the leadership to assist in a reasonable manner. In some innovative or pilot programs, it could mean calling upon the Legislature to alter or waive certain policies or requirements currently in place. It would not involve proposing any relinquishment of legislative authority, but merely an assessment of how things may be done differently in order to enhance productivity.

**THE COMMITTEE CONCLUDES THAT THE INPUT AND UNDERSTANDING OF THE STATE LEGISLATURE, FROM THE OUTSET, IS ESSENTIAL IN ANY EXECUTIVE BRANCH PRODUCTIVITY IMPROVEMENT PROCESS.**

#### RECOMMENDATIONS

Based on the CONCLUSIONS stated above, the Committee makes the following RECOMMENDATIONS:

1. GOVERNOR APPOINT AN EXECUTIVE ASSISTANT FOR PERFORMANCE IMPROVEMENT.

The Executive Assistant should be an administrator with related professional experience and should report directly to the Governor. As a minimum, this should be a full time position and the incumbent should have sufficient support staff to carry out the mandate.

The Executive Assistant is crucial in providing the Governor's presence and leadership, as well as continuity, accountability and visibility

for the process of improving performance and quality of work life in Maryland State Government.

2. GOVERNOR CREATE A PERFORMANCE IMPROVEMENT COUNCIL.

The Council should be composed of seven to nine members representing business, labor and government. It would provide direction and initiative through the development of a comprehensive implementation plan, as well as oversight of the performance and quality of work life improvement process.

3. GOVERNOR ADOPT A "STATEMENT OF PHILOSOPHY" ON STATE EMPLOYEE PERFORMANCE IN PROVIDING SERVICES TO THE CITIZENS OF MARYLAND.

The Statement would be the foundation for the statewide initiatives in performance improvement and a continuing guiding force behind the recommendations and overview of the Performance Council and Executive Assistant for Performance Improvement. The Statement should be promulgated by an Executive Order combined with a Joint Resolution of support from the Legislative Policy Committee, with statements of support from state employee organizations.

4. GOVERNOR CONVENE A SPECIAL MEETING OF CABINET MEMBERS AND ALL OTHER AGENCY HEADS.

To convey his personal commitment in initiating a long range, ongoing performance and quality of work life process, the Governor should personally communicate this to all agency heads. The Governor should also indicate that each agency head is responsible to the Governor for carrying out such initiatives and will be accountable to the Governor through the Performance Council and Executive Assistant for Performance Improvement.

5. GOVERNOR ARRANGE PERIODIC MEETINGS WITH STATE EMPLOYEES TO ELICIT AND SUSTAIN SUPPORT.

The Governor, in a series of meetings, should convey his and the State's commitment to performance and quality of work life improvement directly to State employees and call upon their cooperation. Ongoing meetings and communications with employees to sustain support should be continued.

6. GOVERNOR CONVENE AN ANNUAL STATE GOVERNMENT PRODUCTIVITY CONFERENCE.

To give further visibility to the statewide effort, and provide a public forum for discussion of new initiatives in performance and quality of work life improvement, the Governor should schedule a conference with provisions for participation by both management and workers.

7. THE LONG RANGE PRODUCTIVITY IMPROVEMENT PROCESS SHOULD BE INITIATED THROUGH PILOT PROJECTS.

The Committee finally recommends that any long range productivity and quality of work life improvement process should be initiated through pilot projects in agencies which demonstrate interest, as well as control agencies, so the resulting effect is readily perceived by State employees. Successful efforts should be spotlighted and highly publicized.

The seven preceding recommendations will merely launch a long range commitment to productivity and quality of work life improvement. In its discussions, the Committee touched on various specific elements that might be considered part of the comprehensive effort. However, they were not considered in depth because of the limitations of staff and time. However, the Committee feels that a listing of some of those elements might be useful for future consideration by the Executive Assistant for Performance Improvement and the Performance Improvement Council, if those recommendations are implemented. They are presented without comment or recommendation.

DATA ASSEMBLY

1. Consultant for survey purposes only.
2. Designate key personnel to identify existing resources and evaluate successes.
3. Use of in-State technical assistance resources such as Maryland Center for Productivity and Quality of Working Life, and Division of Management Analysis and Audits, Department of Budget and Fiscal Planning.

## IMPROVEMENT METHODOLOGIES

1. Systems Analysis
  - a. equipment technology
  - b. performance measurement and evaluation system
  - c. process flow analysis
2. Resource Sharing
3. Human Resource Management
  - a. Training
    - o executive institute
    - o public manager
    - o supervisory
    - o skills for non-management employees
  - b. Personnel initiatives
    - o employee reward system
    - o participative management
    - o quality of work life efforts

## COMMUNICATION - INFORMATION SHARING

1. Executive Office follow-up on audit reports.
2. Focal point in the Executive Assistant's office for interagency exchange of ideas.
3. Monthly or quarterly newsletter.
4. Initiate cross cutting meetings on common functions.
5. Develop common resource centers within State agencies.

## TECHNICAL SUPPORT FOR AGENCIES

1. Augment capacity to provide technical support.
2. Contract with Maryland Center for Productivity and Quality of Working Life.

3. Greater executive directed use of Division of Management Analysis and Audits.

The Committee, in submitting this report, its conclusions and recommendations, reiterates its strong belief, as evidenced in all its discussions, that there is no simple, standard solution to productivity improvement in the complex, highly technical work world of our times. With a better educated and more sophisticated work force, any business or government has to bring that worker into a partnership in the daily production responsibilities they face together. Improvement of that partnership process will improve productivity.

APPENDICES

AUG 10 1984



HARRY HUGHES  
GOVERNOR

STATE OF MARYLAND  
EXECUTIVE DEPARTMENT  
ANNAPOLIS, MARYLAND 21404

August 8, 1984

The Honorable Frederick L. Dewberry  
Secretary of Licensing and Regulation  
501 Saint Paul Place  
Baltimore, Maryland 21201

Dear Secretary Dewberry:

In 1981, I appointed the Streamlining Task Force to study and develop recommendations for enhancing the effectiveness of State government. Among the many areas examined was the productivity of State employees.

Recently, the Task Force recommended that I appoint a Productivity Planning Committee to examine this issue in greater depth and to develop concrete recommendations for improving levels of productivity. I am pleased you have agreed to serve as Chairman on this Committee as a representative of State government. I would appreciate it if you would contact the members of this Committee to advise them of the time and place of the first meeting.

Among the topics which should be addressed by the Committee are the following:

1. Mechanisms for (a) demonstrating the support of the Governor and agency heads for productivity improvement efforts,
- (b) assuring accountability of agency managers,
- (c) reward and recognition,
- (d) tracking and reporting productivity gains,
- (e) employee involvement and participation in decision making,
- (f) sharing information across agencies,
- (g) providing technical support to agencies,
- (h) improving skills of State government managers and personnel.

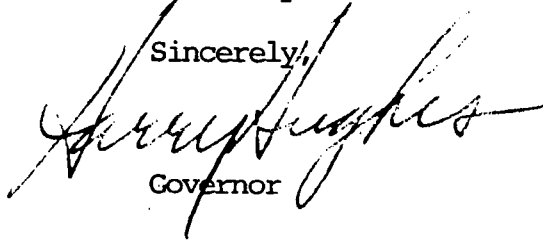


2. Systemic mechanisms which impede or enhance productivity.
3. A catalogue of productivity improvement efforts existing in State government and an accounting of the resources currently committed to this effort.
4. The appropriate label or title for the Statewide Productivity Improvement Effort.

Such a study should be carried out as expeditiously as possible. Therefore, I ask that the Productivity Planning Committee report back to me with its findings and recommendations by October, 1984.

Your work will enhance the quality of State government and thereby greatly benefit the citizens of Maryland.

Sincerely,

A handwritten signature in dark ink, appearing to read "Harry Hughes", written over the word "Governor".

Governor



STATE OF MARYLAND  
EXECUTIVE DEPARTMENT  
ANNAPOLIS, MARYLAND 21404

HARRY HUGHES  
GOVERNOR

September 10, 1984

*Handwritten:* 9/14/84

The Honorable Frederick L. Dewberry  
Secretary of Licensing and Regulation  
501 St. Paul Place  
Baltimore, Maryland 21201

Dear Secretary Dewberry:

As requested, I am approving an extension  
for the Productivity Planning Committee.

The final report of the Committee should  
be submitted on or before February 15, 1985.

On behalf of the citizens of Maryland, I  
want to thank you for accepting this important  
responsibility.

Sincerely,

*Harry Hughes*  
Governor

PRODUCTIVITY PLANNING COMMITTEE

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Honorable H. Louis Stettler, III  
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Alternate: Raymond Dearborn  
Chief, Division of Management Analysis  
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Department of Budget and Fiscal Planning  
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Thomas C. Tuttle, Ph.D.  
Director  
The Maryland Center for Productivity and  
Quality of Working Life  
University of Maryland  
College Park 20742

Alternate: None

OVERVIEW OF PRODUCTIVITY  
QUALITY OF WORKLIFE SURVEY

SURVEY RESPONDENTS

The Governor's Productivity Planning Committee surveyed the secretaries and heads of twenty-four departments or agencies. The eight page survey was designed to determine departmental views as to existing incentives and disincentives for productivity improvement, existing productivity units or staffs, on-going productivity projects and productivity plans and goals. Responses were received from 23 departmental secretaries or agency heads.

DEPARTMENTAL VIEWS

Ninety-one percent of the respondents viewed existing incentives for state managers to improve productivity in their agencies as either less than adequate or much less than adequate.

Possible incentives for improving productivity were ranked by respondents as follows:

| CHANGE   | RANK | USE                     |
|--|------|-------------------------|
| Mechanisms to permit organizational units' budgets to benefit from savings due to improved productivity. | 1.83 | great to very great use |
| Increased recognition of managers who improve productivity.  | 2.22 | great use               |
| Requirements for productivity data in the budget process.  | 3.55 | some to moderate use    |

Additional effective incentives listed by respondents generally fell into the areas of compensation, recognition and training.

PRODUCTIVITY UNIT OR STAFF

A total of 68.5 professional personnel were identified as being in the staff unit responsible for monitoring or improving productivity. The activities of the unit or staff included recommending ways of improving productivity, determining

appropriate staffing levels, analyzing productivity data, preparing reports on productivity accomplishments and identifying new capital equipment that could improve productivity.

#### PRODUCTIVITY PROJECTS

Seventeen agencies reported a total of 96 separately identifiable productivity improvement projects in fiscal years 1982, 1983 and 1984. Many of the successful projects involved automation, training, and procedural changes. Only four agencies reported providing formal training for managers on the subject of productivity improvement. A total of 4071 managers and supervisors have received this training. Of the 4071, 3851 were in one department.

#### PRODUCTIVITY PLANS AND GOALS

Only 4 agencies reported the use of a productivity plan setting forth the productivity, management or efficiency improvement concerns of the agency. However, a total of 11 agencies reported that goals are established even though they are not set forth in a productivity plan.

#### COMMENTS ABOUT COMMITTEE DIRECTION ON PRODUCTIVITY IN STATE GOVERNMENT

The Committee received comments from 75% of the respondents. The comments contained in Part V of the attached summary of responses provides evidence of the consensus that a need exists to address productivity issues in State government. The comments address such issues as the need for compensation and recognition; the need for budgetary flexibility; the need for a productivity measurement system; need for training and objectives and goals.

#### DISINCENTIVES TO PRODUCTIVITY

The ranking of survey responses as to existing disincentives follows this section. In general, the greatest disincentives relate to limitations on the ability to reward or promote competent employees, the absences of incentives for innovation and the lack of incentive to reduce expenditures when savings cannot be retained or reallocated internally.

# SUMMARY OF RESPONSES TO PRODUCTIVITY & QUALITY OF WORKING LIFE SURVEY

## PART I - DEPARTMENTAL VIEWS

1. In your view, how adequate or inadequate are the existing incentives for State managers to improve productivity in their agencies?

1. ☐ much more than adequate
2. ☐ more than adequate
3. ☒ adequate
4. ☒ less than adequate
5. ☒ much less than adequate

2. How useful, if at all, does your department believe that each of the changes listed below would be as an incentive for State managers to improve productivity? (Please check one column for each change.)

|  | Very great use | Great use | Moderate Use | Some Use | Little or no use |
|--|----------------|-----------|--------------|----------|------------------|
| 1. Increased recognition of managers who improve productivity  | 6              | 8         | 7            | 2        | 0                |
| 2. Requirements for productivity data in the budget process  | 1              | 3         | 6            | 7        | 5                |
| 3. Mechanisms to permit organizational units' budgets to benefit from savings due to improved productivity | 8              | 12        | 2            | 1        | 0                |

Additional effective incentives listed by respondents include:

- compensation tied to performance
- recognition of outstanding employees
- increased productivity training
- more promotional opportunity
- pay incentives
- flexibility in personnel and budget matters
- equalize perquisites
- grant increments recommended by CMP
- competitive salaries
- cash bonuses
- sabbaticals for professional personnel to enhance capabilities
- creating a feeling that managers "own" their jobs



PART II - PRODUCTIVITY UNIT OR STAFF

In this part, we are interested in determining the extent to which your agency has employees working in areas such as management analysis, research and evaluation, or policy and program development in an effort to monitor and improve productivity; or to assure the effective and efficient operation of your agency.

3. Is there a staff person or unit to monitor or improve productivity or efficiency throughout your agency or are such activities performed by individual units or subdivisions of the agency, or are no such activities performed within your agency? (Please check one.)

1. 5 staff person or unit with agency-wide responsibilities
2. 6 individual units or subdivisions of the agency only (SKIP TO Part III)
3. 8 both 1 and 2 above
4. 4 productivity activities not performed (SKIP TO Part III)

4. Please enter, below, the name and title of the staff person, or the name of the staff unit responsible for the productivity activities referred to in question 3.

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

5. Comments

See Attachment A

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

6. Which one, if any of the agency locations listed below best describes the location of the staff unit that has agency-wide responsibilities in the area of productivity? (Please check one.)

1. 3 a productivity staff within a management improvement office
2. 2 a productivity staff within a budget office
3. 2 a separate office with productivity as its primary area of concern
4. 5 other (Please describe.)

See Attachment A

7. Please enter, below, the number of full-time equivalent professional personnel in the staff unit responsible for monitoring or improving productivity that are in each of the occupational categories listed below.

1. program analysts 28
2. management analysts 16.5
3. social science analysts
4. economists
5. budget analysts 8
6. statisticians
7. industrial engineers
8. computer systems analysts 2
9. personnel specialists 2
10. other professional 11
11. chief 1

8. Does the unit responsible for monitoring productivity have a budget to hire consultants or contractors to help carry out its productivity-related work? (Please check one.)

1 yes 2 no

If yes, approximately how much did the unit spend for such consulting and contracting services in fiscal year 1984?

\$ / / 1 / 8 / 0 / 8 / 0 / 0 / (enter amount)

9. What agency does your agency turn to for assistance in the area of productivity?

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See Attachment A

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10. Which, if any, of the following functions does the unit responsible for monitoring productivity perform? (Please check all that apply.)

1. /10/ determine appropriate staffing levels
2. /7/ directly conduct measurement of productivity
3. /8/ perform work sampling
4. /3/ conduct time studies
5. /5/ conduct research in productivity improvement
6. /7/ develop productivity goals
7. /6/ compile productivity data
8. /9/ analyze productivity data
9. /9/ prepare reports on productivity accomplishments
10. /13/ recommend ways to improve productivity
11. /6/ design productivity improvement projects
12. /4/ carry out productivity improvement projects
13. /8/ develop methods of measuring productivity
14. /3/ monitor the use of productivity measures
15. /5/ recommend ways of improving the quality of working life
16. /5/ implement ways of improving the quality of working life
17. /9/ identify new capital equipment that could improve productivity
18. /7/ identify new applications of existing capital equipment that could improve productivity
19. /1/ develop links between productivity and incentive awards
20. /4/ develop links between productivity and performance appraisal systems

Also See Attachment A

11. To what departmental level does the head of the unit responsible for monitoring productivity report? (Please check one.)

1. /7/ Department Secretary
2. /5/ Agency Head
3. / / Unit Head within the Agency
4. / / A level lower than Unit Head
5. / / Other (Please specify.)

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See Attachment A

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12. Which one, if any, of the reasons listed below best describes the primary reason why a productivity unit was established? (Please check one.)

1. / / mandated by higher authority
2. /6/ departmental management dissatisfaction with productivity being achieved
3. /3/ to improve an already acceptable productivity record
4. / / to maintain a specified level of service in the face of budget reductions
5. / / other (Please specify.)

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See Attachment A

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#### Parts III & IV - Optional

The questions asked in these two parts are optional. Please review the questions and determine if you wish to respond. We are truly interested in any on-going projects you may have or any plans or goals you may have established. If you decide not to respond to Parts III & IV, please be sure to go to Part V.

ATTACHMENT A

PART II - PRODUCTIVITY UNIT OR STAFF

5. COMMENTS:

- management analysis position needed
- resources requirement report
- summary of unit workload, accomplishments, future objectives
- allocation of new resources or reallocation of resources is an on-going process for productivity improvement
- routinely look at productivity in a department-wide context
- activity is essential
- management by objective system widely in use

6. (4) Other

- staff within administrative unit
- minor concern of a professional office
- office of secretary or superintendent
- too small for separate organizational unit
- internal audit

9. WHAT AGENCY DOES YOUR AGENCY TURN TO FOR ASSISTANCE...

- resources within agency
- none (8)
- own resources
- Department of Budget & Fiscal Planning (3)
- Department of Personnel (2)

10. (21) Other

- Evaluate policies, procedures and management accountability systems

11. (5) Other

- Deputy Commissioner
- Appointed Board
- Assistant Secretary
- Office of Budget & Fiscal Planning & Office of Program Analysis

12. (5) Other

- Need to objectively evaluate the effectiveness of programs
- meet administrative requirements
- no separate unit established

PART III- PRODUCTIVITY PROJECTS

13. Are any specifically identifiable productivity improvement projects ever undertaken in your department? (Please check one.)

/17/ yes /3/ no (SKIP TO 19)

14. How many separately identifiable productivity improvement projects were undertaken, in total, during fiscal years 1982, 1983, and 1984?

/ / / / 9 / 6 / (enter number of projects)

15. Which, if any, of the techniques listed below were used in the productivity improvement projects undertaken in your department during 1982, 1983, and 1984? (Please check all that apply.)

1. /14/ technology improvement
2. / 8/ human resource development
3. /13/ change in work methods
4. / 8/ improving mechanisms for employee accountability
5. /1 / use of financial employee incentives
6. / 3/ use of non-financial employee incentives
7. / 6/ quality of worklife improvements
8. / 7/ change in management personnel
9. / 6/ change in management or supervisory methods
10. / 8/ organizational development
11. / 3/ change in work environment
12. /13/ change in level of automation
13. / 4/ quality circles
14. / 3/ employee assistance efforts

16. Please list, briefly describe, and cite the major results of the three most successful productivity improvement projects undertaken in the department during fiscal years 1982 through 1984.

1. See Attachment B

2.

3.

If there are additional efforts you would like to describe, please feel free to do so and attach to the survey.

17. Did any productivity improvement projects carried out in your agency in fiscal years 1982-1984 result in dollar savings by your department? (Please check one.)

/4/ yes /13/ no (SKIP TO 19)

18. Please enter, below, the approximate total amount of savings achieved by your agency as a result of productivity improvement projects in each of the past three fiscal years. (Please enter an amount for each fiscal year. If none, enter C.)

\$ / / / / / / / / 9 / 8 / 0 / 0 / 0 / FY 1982

\$ / / / / / / / / 3 / 9 / 0 / 9 / 0 / 0 / FY 1983

\$ / / / / / / / / 2 / 0 / 5 / 0 / 0 / FY 1984

19. Does your agency provide any formal training for managers or supervisors on the subject of productivity or efficiency improvement? (Please check one.)

/4/ yes /13/ no

## ATTACHMENT B

### PART III - PRODUCTIVITY PROJECTS

16. LIST, DESCRIBE, AND CITE THE MAJOR RESULTS OF THREE MOST SUCCESSFUL PRODUCTIVITY IMPROVEMENT PROJECTS UNDERTAKEN IN THE DEPARTMENT DURING FISCAL YEARS 1982 THROUGH 1984:

#### BUDGET & FISCAL PLANNING

- automation of budget review/prep. and position accountability process
- introduction of word processing equipment to increase secretarial productivity
- planning for automation of the delinquent collections processes

#### PUBLIC SERVICE COMMISSION

- Use of microfilm to replace paper files. Results: reduced time to retrieve written records.
- Employees' self-evaluation forms. Results: greater awareness of work performance standards.
- Greater utilization of courses at Maryland Management Center. Results: improved supervisory techniques.

#### DIVISION OF LABOR & INDUSTRY

- The best the Agency has managed to accomplish using the 7 checked techniques is to maintain status quo while money and manpower resources were cut.

#### DEPT. OF ASSESSMENT & TAXATION

- The projects are not coordinated but rather occur at the initiative of middle level management. Thus, they are difficult to summarize or analyze in terms of effectiveness.

#### DEPT. OF GENERAL SERVICES

- Conversion to word processing technology through use of a 15-station network has permitted increased productivity without staff increases.
- Computer Assisted Design (CAD) effort is still underway, so we cannot evaluate its benefit at this time.
- Use of PERT (CPM) to track the numerous construction projects.

#### MD. STATE BD. FOR COMMUNITY COLLEGES

- Procurement of two word processing units because of large number of reports and multiple addressee letters and documents.

## ATTACHMENT B

- 2 -

- Procurement of inhouse computer to improve response time and to eliminate needed travel between Annapolis and College Park.
- Realignment of personnel assignments to better adjust to varying workloads.

### DEPT. OF PUBLIC SAFETY & CORRECTIONAL SERVICES

- Reorganization of finance structure of department.
- Reduction in number of administrative positions with the Maryland State Police.
- Reorganization of Emergency Management and Civil Defense services.

### MORGAN STATE UNIVERSITY

- An office automation plan for the institution.
- A management Information System Plan for the institution.

### AUTOMOBILE INSURANCE FUND

- Issue drafts of police reports directly to police departments on bulk basis.
- Reduce paper handling in underwriting unit by not filing copies of documents produced by computer.
- Reorganization of units and departments to free consolidated work space for leasing to tenants.

### DEPARTMENT OF EMPLOYMENT & TRAINING

- DET Five Year Information Processing Plan will increase productivity of staff and improve services to the public. Cost through SFY 1990 is \$25,401,033; potential benefits for same period total \$78,229,749. In the next 2 years, the Unemployment Insurance Benefits System Redesign Project, will improve accuracy and timeliness of benefit payments and productivity of DET workers. Price tag: \$2,102,922. Savings: \$30,624,994 over 5 years.
- Renovation of headquarters building at 1100 North Eutaw Street will include: repainting of building interior (6 floors); resurfacing of the parking lot, exterior walkways, ramps, and stairways; replacing damaged shrubbery and restoring damaged foundation walls. Estimated cost: \$500,000. Savings: unquantifiable. Improved atmosphere should improve employee morales and services to public. Further deterioration might have resulted in extra-ordinary renovation/repair costs.

ATTACHMENT B

- 3 -

DEPARTMENT OF TRANSPORTATION

- Office automation implementation capability leading to enhanced productivity.
- Implementation of manpower management/organizational structure reviews leading to improved communication and decision-making processes resulting in improved productivity.
- Implementation of first supervisory training program and other training activities so as to maintain increased productivity levels.

DEPARTMENT OF HEALTH & MENTAL HYGIENE

- Accident leave policy - drop in days lost by 8000 and dollars lost by \$200,000.

DEPARTMENT OF PERSONNEL

- Interest File - Automated System for applicants to register interest in a classification and be notified when applications will be accepted; eliminated need to receive and file all applications continuously.
- Exam Request Tracking - a manual system for monitoring examination requests from date received to providing list of eligibles to users.
- Automated History File - eliminated need for periodic manual up-date of personnel history files.

MARYLAND STATE LOTTERY COMMISSION

- 18-20 computers
- Subscriptions
- Advertising

TOWSON STATE UNIVERSITY

- Office automation
- faculty development
- review of procedures in several offices

DEPARTMENT OF LICENSING & REGULATION

- Automation - computerization of licensing process, accounts receivable and certification

ATTACHMENT B

- 4 -

- Audit letters - to determine effectiveness of services
- Quality control - analysis of internal procedures and time schedules

DEPARTMENT OF EDUCATION

- Management by objective system
- Communication and quality of worklife efforts



20. If yes, approximately how many managers and supervisors have received such training to date?

11 / 4 / 0 / 7 / 1 \* number trained to date  
\*3851 in one department

21. Do any nonsupervisory employees participate in identifying opportunities for improving productivity? (Please check one.)

14 / yes 3 / no

22. In which, if any, of the ways listed below do nonsupervisory employees in your agency participate in identifying opportunities for improving productivity? (Please check all that apply.)

1. 10 suggestion system
2. 9 participative management
3. 5 quality circles
4. 3 employee involvement teams
5. 6 productivity improvement staff meetings
6. 1 other (Please specify.)

continuing dialogue

#### PART IV- PRODUCTIVITY PLANS AND GOALS

23. Does your agency have a written document, such as a productivity plan, that sets forth the productivity, management or efficiency improvement concerns and intentions of the agency as a whole? (Please check one.)

4 / yes 17 / no (SKIP TO 24)

Does that document set forth specific productivity, management or efficiency improvement goals for the agency or does it simply discuss the importance of high productivity and alternative ways of increasing productivity? (Please check one.)

1. 4 / sets forth specific productivity goals
2. 11 / only discusses productivity and alternative ways of increasing it

24. Whether or not productivity, management or efficiency improvement goals are set forth in a productivity plan or similar document, are such goals established within your agency at any level? (Please check one.)

1. 11 / yes
2. 9 / no (SKIP TO Part V)

#### Organizational Units

In this part, for our purposes, a unit might be a division, an office, or a smaller group. In all of the questions concerning organizational units, we are interested in the smallest or lowest level which is separately identifiable for which productivity goals are established or for which productivity results are reported.

25. In your organization, are productivity goals established for the entire agency only, for specific units only, for individual employees only, or for some combination of these? (Please check only one box.)

1.    / only for entire organization
2. 2 / only for specific units
3.    / only for individual employees
4. 2 / for entire organization and specific units
5.    / for entire organization and individual employees
6. 4 / for specific units and individual employees
7. 4 / for all three; entire organization, specific units, and individual employees

26. Which one of the methods listed below best describes the way in which agency productivity goals are established? (Please check only one box.)

1. 4 / established by management at the Department level
2. 3 / decision of top management of our agency
3. 1 / meetings of unit managers
4. 5 / other (Please specify.) \_\_\_\_\_

27. Are your agency-wide productivity goals reviewed at the Secretariat level? (Please check one.)

1. 6 / yes
2. 2 / no
3. 4 / not applicable - agency does not report to Secretary

PART V - PRODUCTIVITY PLANNING COMMITTEE

28. The Governor has charged the Productivity Planning Committee with examining the productivity of state employees and developing concrete recommendations for improving levels of productivity. Do you have any suggestions as to what the Committee should be considering?

See Attachment C

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29. Do you have any comments about productivity in state government or about this survey?

See Attachment C

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## PART V - PRODUCTIVITY PLANNING COMMITTEE

28. The Governor has charged the Productivity Planning Committee with examining the productivity of state employees and developing concrete recommendations for improving levels of productivity. Do you have any suggestions as to what the Committee should be considering?

- Compensation tied to performance, official recognition for outstanding employees and managers; detailed review of productivity units with recommendations to increase their effectiveness; some form of executive training; increased productivity training efforts; a mechanism to share productivity accomplishments; pilot products to temporarily assign Maryland employees to Federal government or private industry; increased technical assistance, possible centralization of current TA resources.
- The merit system protects unconscionably unproductive employees and does not permit sufficient flexibility to promote highly productive employees.
- What happened to the State Compensation Study Plan? This should be an important tool for your committee.
- I believe that the key to productivity is pride and then providing the right tools and procedures.
- It makes no sense to "reward" inefficient programs with increased budgets while "punishing" effective managers who devise more efficient means of program delivery by reducing their budgets commensurately to their effectiveness. Budget incentives are needed which would allow managers to retain and use budget monies they save from more efficient program delivery approaches.
- I think that there are a number of factors that play upon productivity; however, without greater flexibility re: personnel decisions, as a starter, productivity goals, etc. will be difficult to meet.
- Merit salary opportunities for classified employees.
- Complete overhaul of the State's personnel management system -- Realistic appraisal of the compensation system for State employees. -- The need for budgetary flexibility and accountability at the Agency level.
- Unlike the private sector, in public service there exists no monetary incentive comparable to bonus, therefore Productivity Planning Committee must develop acceptable methods of measuring productivity in delivery of services

to public and a means of rewarding most productive managers in monetary terms.

- 1) Provide career ladders for clerical staff.
- 2) Implement a pay plan that brings some reasonable comparability between state service and the private sector or local government.
- 3) Increase opportunities for employee recognition.
- The establishment of productivity milestones for each individual unit/division within each agency is of paramount importance if productivity improvement is to be made. In many instances these productivity measures are extremely general and do not lend themselves to adequate measurement. I would suggest that a process be put in place which would aid division unit heads in defining productivity measurements, and defining programs and plans for improvement of same.
- Committee should compare state employee productivity to private sector and set goals by Department. Rewards should not only be allowed, they should be required by all departments.
- Pay for performance; automation improvements; lessening controls exercised by the Department of Budget and Fiscal Planning and the Department of Personnel over agencies and departments.
- Tangible incentives - bonuses - in-grade increases - advanced training opportunities and other perks for individuals and/or units who demonstrate superior performance directly related to productivity.
- Developing a system where operating agencies are held accountable for productivity, including transformation of "control agencies" into "service agencies".
- Lack of clearly defined goals and objectives can be a key disincentive to productivity improvement. Lack of training for managers in this area is another barrier to productivity.

29. Do you have any comments about productivity in state government or about this survey?

- In general, the environment for productivity improvement in the Maryland State government is not very positive to say the least for a variety of reasons. This necessitates that the approach to improvement must expect evolutionary development over a long period, carefully targeted and limited to areas of greatest need and potential for success.
- Trying to improve the productivity of State government is a worthy goal which is, unfortunately, a Sisyphean undertaking. Nonetheless, good luck to you.
- It seems that productivity suffers from over control to prevent error. This may, if carried to an extreme, cause error by forcing people to "work" or "go around" the system to get the job done.
- Productivity planning should be pursued in context with a full range of management improvement issues. State government needs to examine more closely whether its programs make sense, that is, whether there is a plausible connection between program activities and legislative intent. State government needs also to evaluate how its programs complement, duplicate, overlap or work at cross-purposes with each other. Unintended effects need to be examined. The focus should not lose sight of whether programs are achieving the results (objectives) they are expected to achieve. We should also be willing to consider alternative programs for achieving those results rather than narrowing our view to improvements in workload efficiency of existing programs and staff.
- Where service is the product, measurement of productivity becomes more difficult. As long as there prevails the perception that state money (or federal money) is somewhat different from an individual's money, state employees are likely to be indifferent to cost saving modifications and increased productivity.
- In a myriad of ways we treat state employees badly. We rarely see a strong statement from management (Governor, Cabinet or Legislators) commending the normally high performance. To the contrary, too often, there is the opposite indictment of "the bureaucracy" - almost always uttered in a pejorative manner. The disincentives to productivity (except for #10 which I either do not understand or disagree with) demonstrate that whoever made up this survey knows the key ingredients impeding productivity. The discouraging thing is that even though we know, we don't do anything about it.

- Productivity improvement should be a part of the overall planning process with a series of goals and objectives defined for each, so I would recommend that any productivity improvement mechanism be geared to the planning process.
- Doubt if many agencies care about productivity, therefore, it's probably low. Productivity suffers due to lack of incentive for employees and managers. Salaries are too heavily tied to unit or department size. They reflect a dependency on large numbers of people as a salary criteria instead of efficiency and productivity of units, e.g. we have decreased staff by 50% in the last four years due to reduced workloads and operational improvements and could now handle a 20% increase in work volume with a minimal (5%) staff increase. We have no legal way of rewarding those persons who have achieved these results. Efficiency/ Department, unit, and employee should be used in budgetary review, salary review, and ratings of all state Departments. If this survey helps to promote a change in goals, it will be worthwhile. There must be a way to get state managers and supervisors to realize that good productivity is essential to the career of all. There should be only moderate tolerance of failure. Controls on Departments should be reasonable, but not so tight as to preclude efficiency.
- 1) Survey is long overdue given the lack of recognition by the State in considering incentive programs.
- 2) Tendency of state government to think in terms of budgeted line items versus program goals and objectives.
- 3) Emphasis given by state government to "control" at the expense of increased productivity.
- Concur that improvements in productivity are needed and will continue to support the efforts of the Productivity Planning Committee.
- Good idea - good luck - tough nut to crack.
- The Agency has a particular problem because we are a revenue producing agency. Area Managers and Field Representatives are responsible for revenue generation within an assigned territory. Under present regulations, the most aggressive employee receives the same fixed salary as one who does a very mediocre job. Some incentive flexibility would be helpful.

# DISINCENTIVES TO PRODUCTIVITY

|   | LITTLE OR<br>NO BARRIER | MODERATE<br>BARRIER | GREAT<br>BARRIER | VERY GREAT<br>BARRIER |
|---|-------------------------|---------------------|------------------|-----------------------|
|   | 1                       | 2                   | 3                | 4                     |
| 1. Salary levels too low to compete for and hire the best employee.   | 1                       | 5                   | 10               | 5                     |
| 2. Too much paperwork.  | 3                       | 11                  | 4                | 2                     |
| 3. Difficulty of obtaining needed position reclassification.  | 1                       | 5                   | 10               | 5                     |
| 4. Insufficient cost of living raises.  | 1                       | 7                   | 10               | 3                     |
| 5. Limited opportunities for promotion for the competent employee.  | 0                       | 2                   | 11               | 8                     |
| 6. Effect of "low bid" purchasing on quality of equipment and services.   | 2                       | 9                   | 8                | 2                     |
| 7. Budgetary restrictions on purchase of needed equipment and services.   | 2                       | 11                  | 4                | 3                     |
| 8. Restrictions on purchasing in many areas to items on state contract.   | 7                       | 9                   | 5                | 0                     |
| 9. Traditional acceptance of "deadwood" employees as a fact of life.  | 4                       | 6                   | 6                | 5                     |
| 10. Impact of prevailing attitudes and values among state employees in reducing the incentive for superior performance. | 2                       | 8                   | 8                | 2                     |
| 11. Perception that the state is not a good employer.   | 6                       | 8                   | 3                | 3                     |
| 12. Limitations on manager's ability to reward top performance with an increase in pay.                                 | 0                       | 1                   | 7                | 13                    |
| 13. Lack of incentive to reduce expenditures when savings cannot be retained or re-allocated internally.                | 3                       | 1                   | 10               | 7                     |
| 14. Level of reimbursement for travel expenses.   | 11                      | 7                   | 3                | 0                     |

## (DISINCENTIVES TO PRODUCTIVITY)

|   | LITTLE OR<br>NO BARRIER | MODERATE<br>BARRIER | GREAT<br>BARRIER | VERY GREAT<br>BARRIER |
|---|-------------------------|---------------------|------------------|-----------------------|
|   | 1                       | 2                   | 3                | 4                     |
| 15. Amount of time to follow State Personnel rules and procedures when filling vacancies. | 3                       | 8                   | 3                | 6                     |
| 16. Insufficient managerial authority over classification, promotion, and salaries.       | 1                       | 4                   | 4                | 11                    |
| 17. Competition from other agencies for trained employees.                                | 11                      | 8                   | 1                | 0                     |
| 18. Insufficient managerial authority over hiring and firing decisions.                   | 3                       | 6                   | 6                | 5                     |
| 19. Changes in retirement and health benefits.  | 3                       | 6                   | 7                | 3                     |
| 20. Absence of incentives for innovation and risk taking.                                 | 1                       | 2                   | 11               | 6                     |
| 21. Ineffective communications between operating agencies and "control agencies."         | 3                       | 7                   | 6                | 4                     |
| 22. Effect of budgeting procedures on ability to acquire current technology.              | 3                       | 7                   | 7                | 3                     |
| 23. Other significant barriers. (Please specify.)<br><br>_____<br><br>_____               |                         |                     |                  |                       |



Summary -  
Statewide Productivity Survey

Survey

The Governor's Productivity Planning Committee conducted a survey (copy attached) to identify existing perceptions among supervisors and managers as to disincentives to productivity. The survey was sent to five hundred and thirty-five managers and supervisors whose names were randomly selected from the Marcom telephone directory.

Response

A total of 394 responses were received representing a 74% response rate. The responses were ranked to develop the attached Statewide Rank of Survey Responses. Due to staff and equipment limitations, the information gathered on respondents was not tabulated. However, the survey responses will be retained for future use.



DEPARTMENT OF LICENSING AND REGULATION

OFFICE OF THE SECRETARY

501 ST. PAUL PLACE . BALTIMORE, MARYLAND 21202-2272  
301/659-6200

December 10, 1984

**Dear State Employee:**

The Governor recently appointed a Productivity Planning Committee composed of representatives of business, labor and government to examine the productivity of State employees. On behalf of that Committee, I am conducting a survey to identify disincentives to productivity existing in State government.

The survey is being sent to five hundred managers and supervisors whose names were randomly selected from the Marcom telephone directory. We are very interested in knowing your views about existing barriers to productivity. Your response is anonymous with no name or signature required on the survey.

Please take a couple of minutes to complete this survey and return it to my office in the enclosed self-addressed envelope. Since the committee is working to meet a deadline, I would appreciate receiving a response by December 24, 1984. If you have any questions or need additional information, please call Ms. Ileana O'Brien at 659-4182. Thank you for your assistance.

**Remember: Your response counts**

Sincerely,

Frederick L. Dewberry  
Chairman  
Productivity Planning Committee

FLD:sm

# RESPONDENT INFORMATION

OFFICE  
USE  
ONLY

A. Please fill in the name of your agency  
From the list provided below, please provide your agency's number.....

| AGENCY<br>NUMBER | AGENCY NAME  | AGENCY<br>NUMBER | AGENCY NAME                                       |
|------------------|--|------------------|---|
| 22               | Judicial-Legal<br>(Includes Public Service Commission)   | 30               | Natural Resources                                 |
| 23               | Executive-Administrative<br>(Includes Office on Aging, Human<br>Relations Commission, Maryland<br>Automobile Insurance Fund) | 31               | Agriculture                                       |
| 24               | Financial-Revenue<br>(Includes Assessment & Taxation,<br>Lottery Commission)   | 32               | Health & Mental Hygiene                           |
| 25               | Budget & Fiscal Planning   | 33               | Human Resources                                   |
| 26               | Personnel  | 34               | Licensing & Regulation                            |
| 27               | State Planning   | 35               | Public Safety & Correction                        |
| 28               | General Services   | 36               | Education<br>(Includes universities and colleges) |
| 29               | Transportation   | 37               | Economic & Community Development                  |
|                  |  | 38               | Employment & Training                             |

1-2

B. What is your position with the state?  
Please fill in the appropriate number for category of your position.....

- |                               |                          |
|-------------------------------|--------------------------|
| 01 Officials/Administrators   | 05 Paraprofessionals     |
| 02 Professionals              | 06 Office Clerical       |
| 03 Technicians                | 07 Skilled Craft Workers |
| 04 Protective Service Workers | 08 Service/Maintenance   |

3-4

C. Is your position classified or unclassified?

1. Classified  
2. Unclassified

5

D. What grade level of the state salary plan is your position?

Grade \_\_\_\_\_

6-7

E. How long have you been a state employee?

No. of Years \_\_\_\_\_

8-9

F. How many years have you been in a state supervisory or  
managerial position? . . . . .

No. of Years \_\_\_\_\_

10-11

G. What is the total number of employees under your direction?

No. of Emp. \_\_\_\_\_

12-13

## OPTIONAL

H. Are you male or female?

1. Male  
2. Female

14

I. What is your age?

Age \_\_\_\_\_

15-16

J. RACE/ETHNIC IDENTIFICATION - PLEASE CHECK THE APPROPRIATE ANSWER

17

1. ☐ White (not of Hispanic origin): Includes persons having origins in any of the original peoples of Europe, North America or the Middle East.
2. ☐ Black (not of Hispanic origin): Includes persons having origins in any of the Black racial groups of Africa.
3. ☐ Asian or Pacific Islanders: Includes persons having origins in any of the original peoples of the Far East, Southeast Asia, the Indian Subcontinent, or the Pacific Islands. This area includes, for example, China, Japan, Korea, the Philippine Islands, and Samoa.
4. ☐ American Indian or Alaskan Native: Includes persons having origins in any of the original peoples of North America, and who maintain cultural identification through tribal affiliation.
5. ☐ Hispanic: Includes persons of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race.

# EXISTING PERCEPTIONS -DISINCENTIVES TO PRODUCTIVITY

| Please check the appropriate response for each category.  | LITTLE OR NO BARRIER | MODERATE BARRIER | GREAT BARRIER | VERY GREAT BARRIER | DATE USED |
|---|----------------------|------------------|---------------|--------------------|-----------|
|   | 1                    | 2                | 3             | 4                  |           |
| 1. Salary levels too low to compete for and hire the best employee.   |                      |                  |               |                    | 20        |
| 2. Too much paperwork.  |                      |                  |               |                    | 21        |
| 3. Difficulty of obtaining needed position reclassification.  |                      |                  |               |                    | 22        |
| 4. Insufficient cost of living raises.  |                      |                  |               |                    | 23        |
| 5. Limited opportunities for promotion for the competent employee.  |                      |                  |               |                    | 24        |
| 6. Effect of "low bid" purchasing on quality of equipment and services.   |                      |                  |               |                    | 25        |
| 7. Budgetary restrictions on purchase of needed equipment and services.   |                      |                  |               |                    | 26        |
| 8. Restrictions on purchasing in many areas to items on state contract.   |                      |                  |               |                    | 27        |
| 9. Traditional acceptance of "deadwood" employees as a fact of life.  |                      |                  |               |                    | 28        |
| 10. Impact of prevailing attitudes and values among state employees in reducing the incentive for superior performance. |                      |                  |               |                    | 29        |
| 11. Perception that the state is not a good employer.   |                      |                  |               |                    | 30        |
| 12. Limitations on manager's ability to reward top performance with an increase in pay.                                 |                      |                  |               |                    | 31        |
| 13. Lack of incentive to reduce expenditures when savings cannot be retained or re-allocated internally.                |                      |                  |               |                    | 32        |
| 14. Level of reimbursement for travel expenses.   |                      |                  |               |                    | 33        |

# EXISTING PERCEPTIONS - DISINCENTIVES TO PRODUCTIVITY

| Please check the appropriate response for each category.                                  | LITTLE OR<br>NO BARRIER | MODERATE<br>BARRIER | GREAT<br>BARRIER | VERY GREAT<br>BARRIER | OFFICE<br>USE<br>ONLY |
|---|-------------------------|---------------------|------------------|-----------------------|-----------------------|
|   | 1                       | 2                   | 3                | 4                     |                       |
| 15. Amount of time to follow State Personnel rules and procedures when filling vacancies. |                         |                     |                  |                       | 34                    |
| 16. Insufficient managerial authority over classification, promotion, and salaries.       |                         |                     |                  |                       | 35                    |
| 17. Competition from other agencies for trained employees.                                |                         |                     |                  |                       | 36                    |
| 18. Insufficient managerial authority over hiring and firing decisions.                   |                         |                     |                  |                       | 38                    |
| 19. Changes in retirement and health benefits.  |                         |                     |                  |                       | 39                    |
| 20. Absence of incentives for innovation and risk taking.                                 |                         |                     |                  |                       | 40                    |
| 21. Ineffective communications between operating agencies and "control agencies."         |                         |                     |                  |                       | 41                    |
| 22. Effect of budgeting procedures on ability to acquire current technology.              |                         |                     |                  |                       | 42                    |
| 23. Other significant barriers. (Please specify.)<br><br>_____<br>_____                   |                         |                     |                  |                       | 43                    |

Thank you for your time and effort. Please be sure to return this as soon as possible to:

The Department of Licensing and Regulation  
501 St. Paul Place  
Baltimore, Maryland 21202

ATTENTION: Ileana O'Brien - 4th Floor

STATEWIDE RANK OF SURVEY RESPONSES

| CATEGORY  | RANK |
|---|------|
| Limited opportunities for promotion<br>for the competent employee   | 3.30 |
| Limitations on manager's ability to reward<br>top performance with an increase in pay                                       | 3.20 |
| Insufficient managerial authority over<br>classification, promotion, and salaries   | 2.90 |
| Salary levels too low to compete for and<br>hire the best employee  | 2.90 |
| Traditional acceptance of "deadwood"<br>employees as a fact of life   | 2.70 |
| Impact of prevailing attitudes and values<br>among state employees in reducing the in-<br>centive for superior performances | 2.70 |
| Difficulty of obtaining needed position<br>reclassification   | 2.70 |
| Insufficient cost of living raises  | 2.70 |
| Effect of budgeting procedures on ability<br>to acquire current technology  | 2.60 |
| Amount of time to follow State Personnel<br>rules and procedures when filling vacan-<br>cies                                | 2.60 |
| Insufficient managerial authority over<br>hiring and firing decisions   | 2.50 |
| Changes in retirement and health benefits   | 2.50 |
| Absence of incentives for innovation and<br>risk taking   | 2.50 |
| Lack of incentive to reduce expenditures<br>when savings cannot be retained or re-<br>allocated internally                  | 2.50 |
| Ineffective communications between opera-<br>ting agencies and "control agencies"   | 2.40 |
| Budgetary restrictions on purchase of<br>needed equipment   | 2.40 |
| Perception that the state is not a good<br>employer   | 2.20 |
| Effect of "low bid" purchasing on quality<br>of equipment and services  | 2.20 |
| Competition from other agencies for<br>trained employees  | 2.00 |
| Too much paperwork  | 2.00 |
| Level of reimbursement for travel expenses  | 1.80 |
| Restrictions on purchasing in many areas<br>to items on state contract  | 1.80 |
| RANKING: 4 = Very Great Barrier<br>3 = Great Barrier<br>2 = Moderate Barrier<br>1 = Little or No Barrier                    |      |

APPENDIX E

Turnover Information

1. Vacancy Rates - Department of Personnel maintains a vacancy list and reports vacancies periodically. Included is information by departments for vacancies as of June 30, 1984, June 30, 1983, June 30, 1982 which are the end of FY 1984, FY 1983 and FY 1982 respectively.
2. Sample MS-310 - Data gathering tool for the Department of Personnel.
3. Turnover trends for FY 1984, 1983, and 1982 statewide and for DHMH, DHR, DPSC and DOT. Three different rates have been determined:

A - Resigned + Removed + Leave Without Pay  
$$\frac{\text{Number of Employees}}{\text{Number of Employees}} \times 100\%$$

B - Resigned + Removed + Leave Without Pay +  
Transfers Out  
$$\frac{\text{Number of Employees}}{\text{Number of Employees}} \times 100\%$$

C - Resigned + Removed + Leave Without Pay +  
Transfers Out + Deceased + Retired  
$$\frac{\text{Number of Employees}}{\text{Number of Employees}} \times 100\%$$

PERCENT VACANT BY MAJOR AREAS OF GOVERNMENT  
AS OF JUNE 30, 1984

|    | <u>Major Area of Govt.</u> | <u>Empl.</u> | <u>Vac.</u> | <u>Pos.</u> | <u>% Vac.</u> |
|----|----------------------------|--------------|-------------|-------------|---------------|
| 21 | Legislative                | 242          | 15          | 257         | 6%            |
| 22 | Judicial-Legal             | 2,339        | 141         | 2,480       | 6%            |
| 23 | Executive-Administrative   | 1,338        | 103         | 1,441       | 7%            |
| 24 | Financial-Revenue          | 2,419        | 134         | 2,553       | 5%            |
| 25 | Budget & Fiscal Planning   | 112          | 4           | 116         | 3%            |
| 26 | Personnel                  | 417          | 24          | 441         | 5%            |
| 27 | State Planning             | 156          | 28          | 184         | 15%           |
| 28 | General Services           | 748          | 61          | 809         | 8%            |
| 29 | Transportation             | 7,608        | 491         | 8,099       | 6%            |
| 30 | Natural Resources          | 1,541        | 154         | 1,695       | 9%            |
| 31 | Agriculture                | 394          | 83          | 477         | 17%           |
| 32 | Health & Mental Hygiene    | 15,278       | 1,588       | 16,866      | 9%            |
| 33 | Human Resources            | 5,977        | 670         | 6,647       | 10%           |
| 34 | Licensing & Regulation     | 762          | 25          | 787         | 3%            |
| 35 | Public Safety & Corr.      | 7,407        | 532         | 7,939       | 7%            |
| 36 | Education                  | 6,165        | 386         | 6,551       | 6%            |
| 37 | Economic & Comm. Dev.      | 487          | 44          | 531         | 8%            |
| 38 | Employment & Training      | 1,269        | 152         | 1,421       | 11%           |
|    | TOTAL STATEWIDE            | 54,659       | 4,635       | 59,294      | 8%            |

Source: Md. Dept. of Personnel Program B14-026W



PERCENT VACANT BY MAJOR AREAS OF GOVERNMENT  
AS OF JUNE 30, 1983

|    | <u>Major Area of Govt.</u>  | <u>Empl.</u> | <u>Vac.</u> | <u>Pos.</u> | <u>% Vac.</u> |
|----|-----------------------------|--------------|-------------|-------------|---------------|
| 21 | Legislative                 | 243          | 13          | 256         | 5%            |
| 22 | Judicial-Legal              | 2,294        | 185         | 2,479       | 7%            |
| 23 | Executive-Administrative    | 1,350        | 157         | 1,507       | 10%           |
| 24 | Financial-Revenue           | 2,382        | 162         | 2,544       | 6%            |
| 25 | Budget & Fiscal Planning    | 107          | 10          | 117         | 9%            |
| 26 | Department of Personnel     | 415          | 18          | 433         | 4%            |
| 27 | State Planning              | 148          | 28          | 176         | 16%           |
| 28 | General Services            | 773          | 57          | 830         | 7%            |
| 29 | Transportation              | 7,752        | 385         | 8,137       | 5%            |
| 30 | Natural Resources           | 2,076        | 74          | 2,150       | 3%            |
| 31 | Agriculture                 | 380          | 56          | 436         | 13%           |
| 32 | Health & Mental Hygiene     | 15,174       | 1,427       | 16,601      | 9%            |
| 33 | Human Resources             | 6,925        | 840         | 7,765       | 11%           |
| 34 | Licensing & Regulation      | 758          | 25          | 783         | 3%            |
| 35 | Public Safety & Corr.       | 6,921        | 480         | 7,401       | 6%            |
| 36 | Education                   | 6,105        | 414         | 6,519       | 6%            |
| 37 | Economic & Comm. Dev.       | 423          | 48          | 471         | 10%           |
| 38 | Labor, Employmt. & Training | 1            | 9           | 10          | 90%           |
|    |                             | -----        | -----       | -----       |               |
|    | TOTAL STATEWIDE             | 53,277       | 4,388       | 58,615      | 7%            |

Source: Md. Dept. of Personnel Program B14-026W/PQEMPTY

PERCENT VACANT BY MAJOR AREAS OF GOVERNMENT  
AS OF JUNE 30, 1982

|    | <u>Major Area of Govt.</u> | <u>Empl.</u> | <u>Vac.</u> | <u>Pos.</u> | <u>% Vac.</u> |
|----|----------------------------|--------------|-------------|-------------|---------------|
| 21 | Legislative                | 207          | 47          | 254         | 19%           |
| 22 | Judicial-Legal             | 2,017        | 99          | 2,116       | 5%            |
| 23 | Executive-Administrative   | 1,437        | 110         | 1,547       | 7%            |
| 24 | Financial-Revenue          | 2,371        | 142         | 2,513       | 6%            |
| 25 | Budget & Fiscal Planning   | 114          | 6           | 120         | 5%            |
| 26 | Department of Personnel    | 408          | 27          | 435         | 6%            |
| 27 | State Planning             | 150          | 21          | 171         | 12%           |
| 28 | General Services           | 737          | 94          | 831         | 11%           |
| 29 | Transportation             | 7,608        | 386         | 7,994       | 5%            |
| 30 | Natural Resources          | 2,093        | 82          | 2,175       | 4%            |
| 31 | Agriculture                | 367          | 59          | 426         | 14%           |
| 32 | Health & Mental Hygiene    | 15,394       | 1,265       | 16,659      | 8%            |
| 33 | Human Resources            | 6,780        | 822         | 7,602       | 11%           |
| 34 | Licensing & Regulation     | 752          | 28          | 280         | 4%            |
| 35 | Public Safety & Corr.      | 6,727        | 534         | 7,261       | 7%            |
| 36 | Education                  | 6,188        | 481         | 6,669       | 7%            |
| 37 | Economic & Community Dev.  | 379          | 64          | 443         | 14%           |
|    |                            | <hr/>        | <hr/>       | <hr/>       |               |
|    | TOTAL STATEWIDE            | 53,729       | 4,267       | 57,996      | 7%            |

Prepared by the Department of Personnel

STATE OF MARYLAND  
PERSONNEL-TRANSACTION FORM  
SECRETARY OF PERSONNEL  
301 W. PRESTON ST.  
BALTIMORE, MARYLAND 21201

PROCESS DATE

POSITION ID

TYPE

NUMBER

SHARED  
CODE

02 COMMENTS

DEPARTMENT NAME



REASON  
CODE

POSITION STATUS

03 EMPLOYEE STATUS

04 CLASS

CLASS TITLE

CHECK  
ONE

PA

UF

TP

TE

EM

CE

05 SOCIAL SECURITY

06 LAST NAME

07 FIRST NAME

08 INIT.

09 RACE

10 SEX

11 BIRTH DATE

12 RES.

13 EMP.

MO. DAY YR.

14 GRADE

15 STEP

16 SALARY

SAL TYPE

17 PCT. EMPLOYED

18

DAYS PER PAY / PAYS PER YEAR

19 NORMAL PAY PERIOD HRS.

20 PROJ.

21 PAYROL

22 PREVIOUS AGENCY CODE

23 PREVIOUS PIN NO.

24 INC. MO.

25 INC. YR.

26 ENTRY ON DUTY

27 OBJECT CODE

28 CK. DIST.

29 RET. SYS.

30 DOC. DIST.

31 OATE POS. EST.

32 EXP. DATE TE/EM/CE

33 AUTH. PCT.

34

FUNDING PERCENTAGE

35 PRIMARY FUNO

36 AGENCY CODE

NOTE:

CHANGES TO ITEMS ON THIS LINE  
REQUIRE BUDGET APPROVAL BELOW

1 GEN

3 SPEC.

5 FEO

7 NON BGT.

9 REIM

37 ACTION CODE

LAST PERSONNEL ACTION TAKEN THIS POSITION

38 EFFECTIVE DATE

39 REVIEWER

MO. DAY YR.

PLEASE CHECK THE APPROPRIATE BOX (BOX'S) BELOW TO IDENTIFY ACTION TO BE PERFORMED.

DOES EMPLOYEE CLAIM PREVIOUS SERVICE CREDIT: YES \_\_\_\_\_ NO \_\_\_\_\_

- ☐ FIRST APPOINTMENT IN STATE SERVICE
- ☐ TEMPORARY APPOINTMENT
- ☐ REINSTATEMENT
- ☐ PROMOTION
- ☐ RECLASSIFICATION
- ☐ \* B B 40 APPROVED ACTIONS

- ☐ APPOINTMENT TO/FROM U. OF M.
- ☐ \* TRANSFERS
- ☐ \* DUAL ACTIONS
- ☐ RESIGNATION OR SEPARATION FROM STATE SERVICE (ENTER REASON CODE IN FIELD 02)
- ☐ \* OTHER TYPE ACTION

\* SPECIFIC ACTIONS MUST BE DEFINED IN THE "COMMENTS" SECTION.

SIGNATURE  
OF  
APPOINTING  
AUTHORITY

DATE

AGENCY PRIME CONTACT (PLEASE PRINT OR TYPE)  
NAME AND PHONE NO.

BUDGET & FISCAL  
PLANNING  
USE ONLY

APPROVAL SIGNATURE

DATE

REASON DISAPPROVED:

NUMBER AND STREET ADDRESS

POST OFFICE

STATE

ZIP CODE

APPLICATION FOR "TP" EMPLOYMENT IN THIS CLASS (ATTACHED ☐) (FORWARDED PREVIOUSLY WITH GREEN ☐)

DATE

SIGNATURE OF  
SECRETARY  
OF PERSONNEL

D. O. P. USE ONLY

SERIAL NO.

STATEWIDE

TURNOVER TRENDS

| ACTION DESCRIPTION                    | FY 1984 | FY 1983 | FY 1982 |
|---------------------------------------|---------|---------|---------|
| Resigned & Removed                    | 4,386   | 3,098   | 5,258   |
| Leave Without Pay                     | 933     | 717     | 1,096   |
| Transfers Out Within State Government | 6,358   | 4,523   | 6,144   |
| Deceased                              | 135     | 139     | 146     |
| Retired                               | 1,920   | 1,164   | 1,608   |
| Totals: A                             | 5,319   | 3,815   | 6,354   |
| B                                     | 11,677  | 8,338   | 12,498  |
| C                                     | 13,732  | 9,641   | 14,252  |
| # Of Employees                        | 59,294  | 58,615  | 57,996  |
| Rates: A                              | 9%      | 7%      | 11%     |
| B                                     | 20%     | 14%     | 22%     |
| C                                     | 23%     | 16%     | 25%     |

A = Resigned & Removed + Leave Without Pay

B = A + Transfers

C = B + Deceased + Retired

DEPARTMENT OF HEALTH & MENTAL HYGIENE

TURNOVER TRENDS

| ACTION DESCRIPTION                    | FY 1984 | FY 1983 | FY 1982 |
|---------------------------------------|---------|---------|---------|
| Resigned & Removed                    | 1,579   | 1,010   | 1,741   |
| Leave Without Pay                     | 354     | 273     | 375     |
| Transfers Out Within State Government | 1,923   | 1,513   | 2,034   |
| Deceased                              | 35      | 32      | 47      |
| Retired                               | 554     | 343     | 447     |
| Totals: A                             | 1,932   | 1,283   | 2,116   |
| B                                     | 3,856   | 2,796   | 4,150   |
| C                                     | 4,445   | 3,171   | 4,644   |
| # Of Employees                        | 16,866  | 16,601  | 16,659  |
| Rates: A                              | 11%     | 8%      | 13%     |
| B                                     | 23%     | 17%     | 25%     |
| C                                     | 26%     | 19%     | 28%     |

A = Resigned & Removed + Leave Without Pay

B = A + Transfers

C = B + Deceased + Retired

DEPARTMENT OF HUMAN RESOURCES

TURNOVER TRENDS

| ACTION DESCRIPTION                    | FY 1984 | FY 1983 | FY 1982 |
|---------------------------------------|---------|---------|---------|
| Resigned & Removed                    | 313     | 283     | 933     |
| Leave Without Pay                     | 79      | 73      | 153     |
| Transfers Out Within State Government | 814     | 670     | 1,063   |
| Deceased                              | 7       | 22      | 17      |
| Retired                               | 145     | 120     | 171     |
| Totals: A                             | 392     | 356     | 1,086   |
| B                                     | 1,206   | 1,026   | 2,149   |
| C                                     | 1,358   | 1,168   | 2,337   |
| # Of Employees                        | 6,647   | 7,765   | 7,602   |
| Rates: A                              | 6%      | 5%      | 14%     |
| B                                     | 18%     | 13%     | 28%     |
| C                                     | 20%     | 15%     | 31%     |

A = Resigned & Removed + Leave Without Pay

B = A + Transfers

C = B + Deceased + Retired

DEPARTMENT OF PUBLIC SAFETY & CORRECTIONAL SERVICES

TURNOVER TRENDS

| ACTION DESCRIPTION                    | FY 1984 | FY 1983 | FY 1982 |
|---------------------------------------|---------|---------|---------|
| Resigned & Removed                    | 694     | 484     | 641     |
| Leave Without Pay                     | 115     | 79      | 82      |
| Transfers Out Within State Government | 1,286   | 704     | 742     |
| Deceased                              | 19      | 19      | 20      |
| Retired                               | 221     | 152     | 170     |
| Totals: A                             | 809     | 563     | 723     |
| B                                     | 2,095   | 1,267   | 1,465   |
| C                                     | 2,335   | 1,438   | 1,655   |
| # Of Employees                        | 7,939   | 7,401   | 7,261   |
| Rates: A                              | 10%     | 8%      | 10%     |
| B                                     | 26%     | 17%     | 20%     |
| C                                     | 29%     | 19%     | 23%     |

A = Resigned & Removed + Leave Without Pay

B = A + Transfers

C = B + Deceased + Retired

DEPARTMENT OF TRANSPORTATION

TURNOVER TRENDS

| ACTION DESCRIPTION                          | FY 1984 | FY 1983 | FY 1982 |
|---|---------|---------|---------|
| Resigned &<br>Removed                       | 419     | 229     | 414     |
| Leave Without<br>Pay                        | 137     | 120     | 180     |
| Transfers Out<br>Within State<br>Government | 714     | 404     | 688     |
| Deceased                                    | 13      | 21      | 22      |
| Retired                                     | 384     | 185     | 285     |
| Totals: A                                   | 556     | 349     | 594     |
| B   | 1,270   | 753     | 1,282   |
| C   | 1,667   | 959     | 1,589   |
| # Of Employees                              | 8,099   | 8,137   | 7,994   |
| Rates: A                                    | 7%      | 4%      | 7%      |
| B   | 16%     | 9%      | 16%     |
| C   | 21%     | 12%     | 20%     |

A = Resigned & Removed + Leave Without Pay

B = A + Transfers

C = B + Deceased + Retired



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